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CALIFORNIA'S PUBLIC SCHOOLS

A Needs Assessment



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*This report has been prepared by the Joint Legislative Audit Committee of the
California State Legislature, Assemblyman Scott Wildman, Chairman*

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Introduction

THE JOINT LEGISLATIVE AUDIT COMMITTEE **Making Government Accountable To California Taxpayers**

In the mid-1950's the California Legislature embarked on a bold policy to invest in a state infrastructure that would spur economic development and guarantee that future generations of Californians would enjoy the full promise of this Golden State - the best schools - the best hospitals, the best libraries. Freeways and aqueducts were built from Eureka to San Diego. This was likely the most massive effort of its kind ever seen in this country and perhaps in the world.

But with this policy came a great responsibility, a responsibility to ensure that government remained accountable to California's taxpayers for performance and for each and every tax dollar spent. The citizen legislators of the time saw the need to create, by statute, a watchdog committee that would be free from political influence and the influence of special interests. To this end, they created the Joint Legislative Audit Committee, a committee like no other in government, a committee charged with making government accountable to California's taxpayers.

JLAC'S LEGISLATIVE ROLE

JLAC is unique in many ways. JLAC does not consider bills nor does it debate the merits of proposed legislation like standing committees of the Legislature. Independently, and through the Auditor General/State Auditor, JLAC investigates, studies, analyzes and assesses the financial practices and the performance of existing governmental and/or publicly created entities in California, in order to assist those entities in fulfilling the purpose for which they were created by the Legislature. If statutes or regulations are found to limit the effectiveness of government, JLAC may propose changes in law. If government does not produce the intended outcomes, JLAC may propose changes to maximize effectiveness or even recommend eliminating ineffective public entities and laws altogether. To accomplish these ends, the Committee was granted broad authority. Historically, for every dollar spent on auditing and investigating, JLAC and the Auditor General/State Auditor have identified \$11 in savings.

JLAC'S AUTHORITY

JLAC derives its authority from statute, the Joint Rules of the Legislature and the California Constitution. In addition to directing the work of the Auditor General/State Auditor, JLAC enjoys the authority to examine the performance and the financial affairs of any and all existing public entities in the State and to conduct hearings at any time and at any place in the State without approvals or the restrictions that are attached to other committees.

JLAC'S STRUCTURE

JLAC was crafted to be non-partisan and continues to fiercely guard its non-partisan tradition. JLAC is composed of 7 Senators and 7 Members of the Assembly. By statute, the Chair of JLAC is elected and serves until the position becomes vacant. Committee vacancies occur upon the non-reelection to office of a Committee member. The citizen Legislators constructed a committee that would not be subject to political whim or changing political agendas.

BACKGROUND

In 1996, the Legislature adopted the Class Size Reduction (CSR) program. The implementation of this program has arguably created the greatest immediate need for personnel and facilities in the history of California public education. Senate Bill 1777 (Chapter 163) established the CSR program and Senate Bill 1989 (Chapter 164) established the CSR Facilities Funding Program.

The 1996-97 State Budget provided \$771 million in ongoing operational funds and \$200 million in one-time facilities funds. The 1997-98 budget added \$718 million for a total of \$1.5 billion allocation to implement the CSR program.

According to a recent Legislative Analyst report, “Class Size Reduction” 1997 policy brief, of the 895 school districts eligible for the CSR program, 95 percent or 853 districts elected to participate. Among the findings, the LAO reported that, “Teachers Hired for CSR Are Less Qualified,” and “Districts Are Running Out of Low-Cost Options for New Facilities.” An available supply of qualified teachers and facilities is vital to the success of the CSR program. Despite broad participation by school districts throughout the state, local school officials have echoed the LAO findings regarding their ability to provide both the facilities and the personnel required for effective implementation of the CSR program.

Facilities and personnel shortages in our schools are further compounded as California public education faces an unparalleled growth in student enrollment. According to the Department of Finance, California student enrollment is expected to grow by approximately 1 million students by the year 2006. While student enrollment growth nationwide is expected to level off at a 20 percent increase by the year 2000, California growth projections show a continued increase in student enrollment through 2006. Furthermore the expected increase in elementary student enrollment will result in rapid high school enrollment growth.

Consequently, the CSR program is only the first of the challenges facing California’s public education system as it attempts to meet the facilities and personnel demands of its rapidly growing student enrollment. While we anticipate that there will be ample evaluation of student achievement under the CSR program, this survey was conducted for the purpose of determining from each district’s point of view, personnel and facilities needs as well as their ability to meet the needs of a growing student population.

METHODOLOGY

Surveys were mailed by the Joint Legislative Audit Committee to 309 Unified School Districts, 586 Elementary School Districts, 104 High School Districts, 58 County Offices of Education, and 3 State Special Schools for a total of 1055 surveys throughout the state. The survey results were intended to serve the Legislature as an assessment of the facility and personnel needs facing California's schools as reported by the districts themselves.

An initial survey had been sent to districts on July 7, 1997 that consisted of 120 questions regarding personnel, and facilities. School districts were asked to respond to a series of questions pertaining to: credentialed administrators, non-credentialed administrators, credentialed teachers, non-credentialed teachers, classified staff, professional experts, temporary employees, and volunteers. Districts were additionally asked to provide information regarding these Personnel questions for each of the following years: 1987-88, 1992-93, 1995-96, 1996-97. As applicable, districts were also asked a series of questions regarding their High Schools, Middle Schools, and/or Elementary Schools for each of those same years.

Though state law would normally require districts to maintain the initially requested information, many districts reported an inability to respond to the first survey. Numerous districts reported that they had no ability to accumulate the requested information or that though required, it was not available, or would require an inordinate amount of staff time to compile.

In light of the inability of many districts to respond to the initial survey, a less complex survey was developed covering the years 1996-97 and 1997-98. The modified survey consisted of fifteen questions relating to personnel and facilities. The questions fell into three categories: certificated personnel, classified personnel, and facilities. School districts were asked to assess their facility and personnel needs in light of any expected growth in enrollment and especially with respect to the CSR program signed into law in 1996 if applicable to their district. The survey also included an optional question allowing districts to list any codes, regulations, or any other factors which they believed restricted their ability to deliver quality instructional services.

Needs Assessment Surveys were mailed to districts on August 15, 1997. County offices of Education and State Special Schools accounted for 61 surveys but were not counted in the results detailed here. As a result, of the 994 eligible districts surveyed, 577 or 58% of districts responded. In addition, six surveys were submitted without a name and as a result their data was not included for evaluation.

In order to assess how personnel and facility needs differ among districts JLAC divided districts into 6 groupings based on Average Daily Attendance (ADA). Districts were separated into the following categories using Department of Education October 1996 data related to ADA. It should be noted that the categories established are used solely for statistical purposes.

Group	ADA
1	1 – 99
2	100 – 999
3	1,000 – 4,999

Group	ADA
4	5,000 – 9,999
5	10,000 –24,999
6	25,000 +

Additionally, school district information was evaluated based on the “type” of district, Elementary (ESD), Unified (USD), and High School (HSD).

A full list of the responding districts is included in the Appendix. Of the total responding districts 56 or 9.7% were in Group 1. Most of the school districts responding were either in Group 2 or 3, numbering 198 and 184 respectively. These two groups represented over 66% of the total responding districts. Group 4 districts totaled 70 or 12.1% of the total responding districts. Of the responding districts, 52 or 8.7 % were in Group 5. Accounting for 3% of the responding districts, Group 6 districts numbered 17.

Understandably, due to the greater immediate impact of CSR, elementary school districts, numbering 370 or 64.1%, made up the bulk of the responding districts. With 167 unified school districts responding, USDs accounted for 29% of the total responding districts. High school districts numbered 34 or 6% of the total responding districts.

Responses related to facilities needs questions may vary. Some districts estimated cost based on a portable lease cost while other districts estimated cost based on new construction. Additionally, some school districts reported a “0” need as they had already added classrooms for the first year of CSR. Other districts reported all classrooms added as a result of CSR as facility needs for this survey.

In relatively few cases, districts identified the number of positions needed to fill, but failed to provide estimates of their costs related to retaining new personnel. In those cases an average cost per F.T.E. was estimated by JLAC based on averaging the cost estimated by reporting districts, i.e. administrators at \$75,000 per year, teachers at \$40,000 per year, classified at \$22,000 per year. It should be noted that these figures constitute an average cost as reported by each district, they are conservative and may underestimate the actual cost of retaining new personnel.

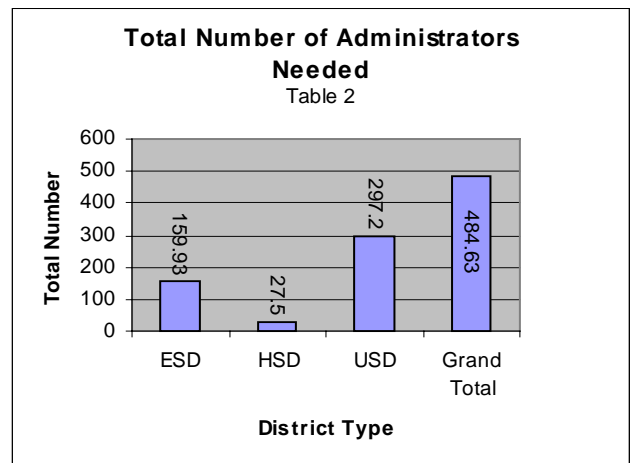
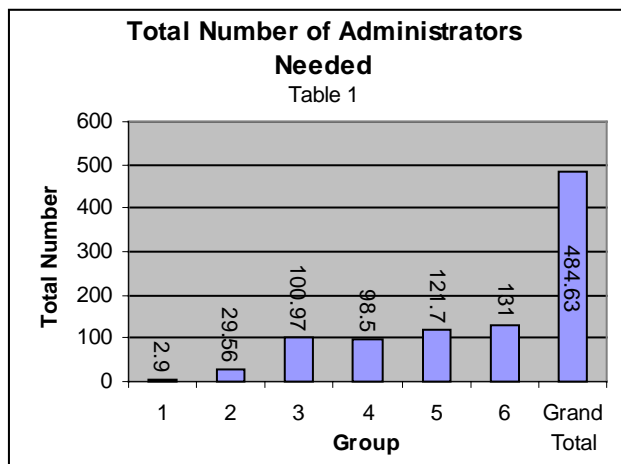
Breakdown

1. Assuming that an adequate number of classified and certificated personnel were readily available:

a. How many additional administrators and teachers would be needed in order to continue your 1996-1997 educational program or in order to implement any planned changes for the 1997-1998 school year, to cover staffing needs? Please consider retirements, terminations, and any other separations from service of 1996-1997 certificated personnel.

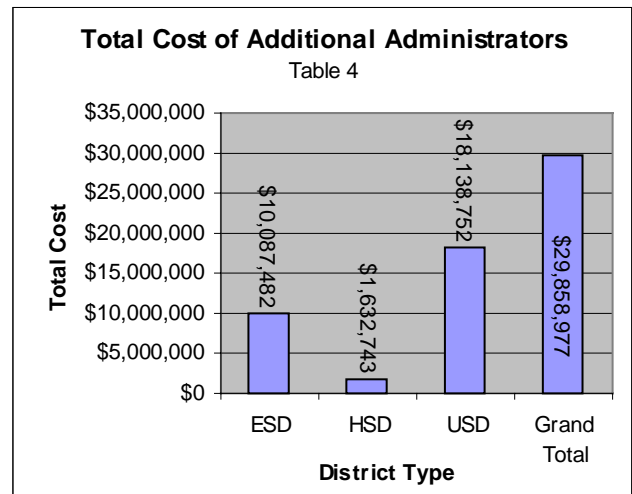
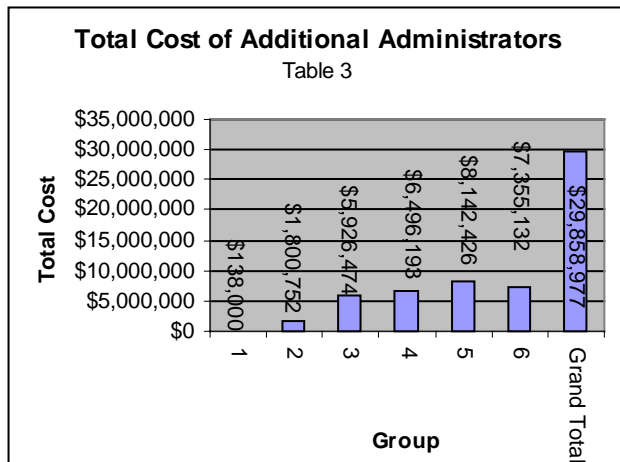
Administrators _____
 Estimated Cost _____
 Teachers _____
 Estimated Cost _____

ADMINISTRATORS



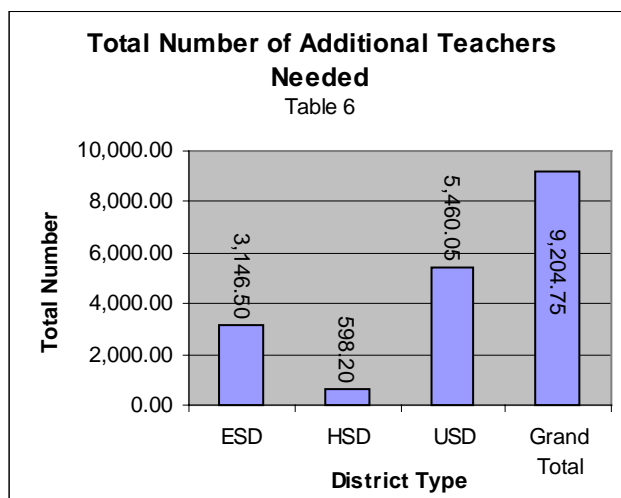
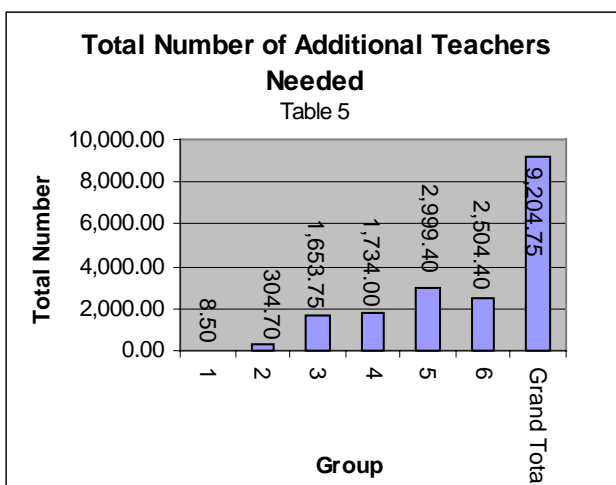
Districts reported a total need for administrators of 484.63. Table 1 shows the reported need for administrators based on the size of school district. Table 2 shows the breakdown of reported need for administrators based on type of school district.

Administrators Costs



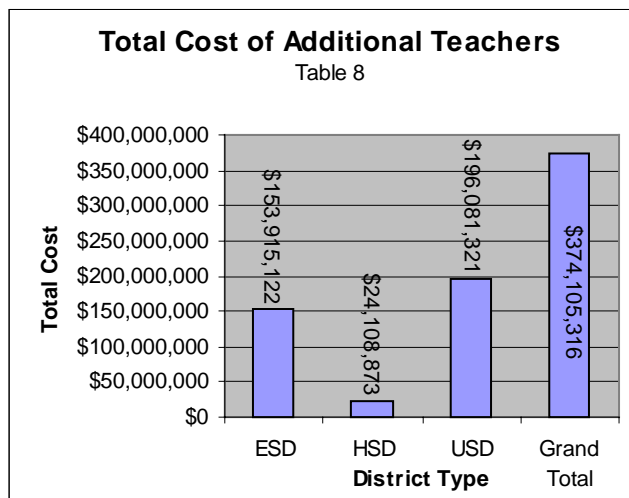
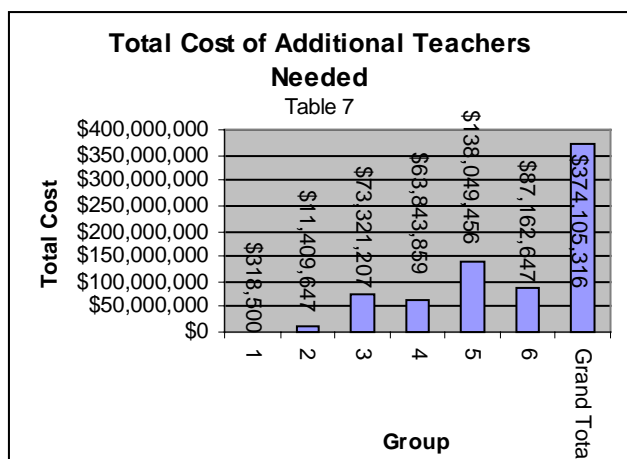
School districts reported a total cost of \$29,858,977 for the additional needed administrators. Table 3 shows the reported cost of needed administrators based on size of school district. Table 4 shows that: Unified School Districts accounted for \$18,138,752, Elementary School Districts accounted for \$10,087,482 and High School Districts accounted for \$1,632,743 of the estimated total cost for additional administrators.

TEACHERS



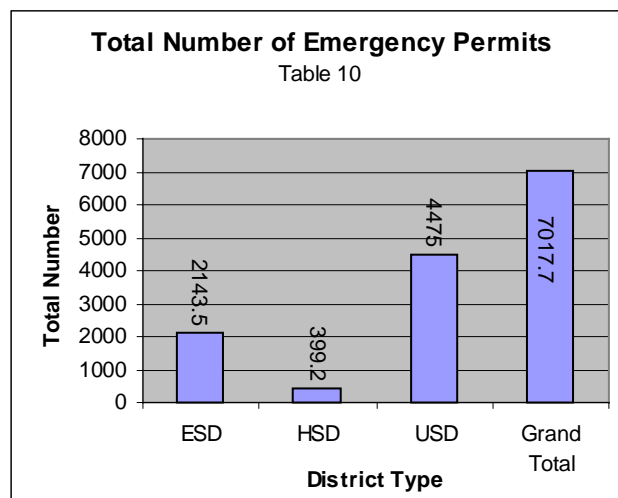
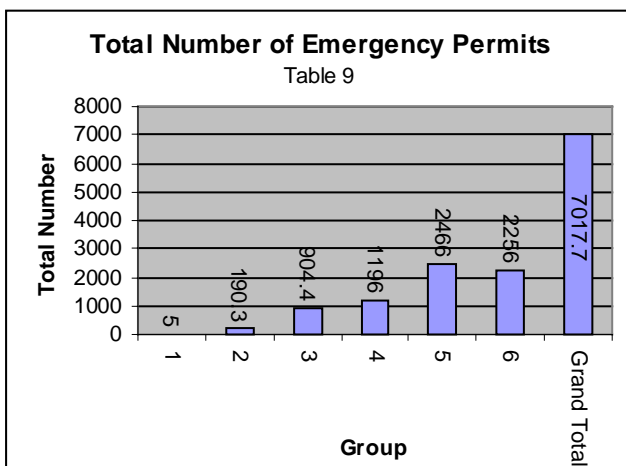
School districts reported a need for 9,204.75 additional teachers. Table 5 shows the reported need for teachers according to size of school district. Table 6 shows Unified School Districts reported a need for 5,160.05 teachers while Elementary School Districts reported a need for 3,146.5 teachers and a need of 598 teachers was reported by High School Districts.

Teachers Total Estimated Cost



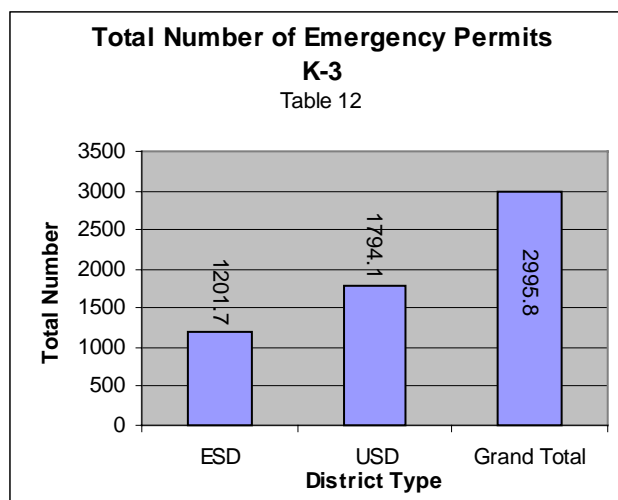
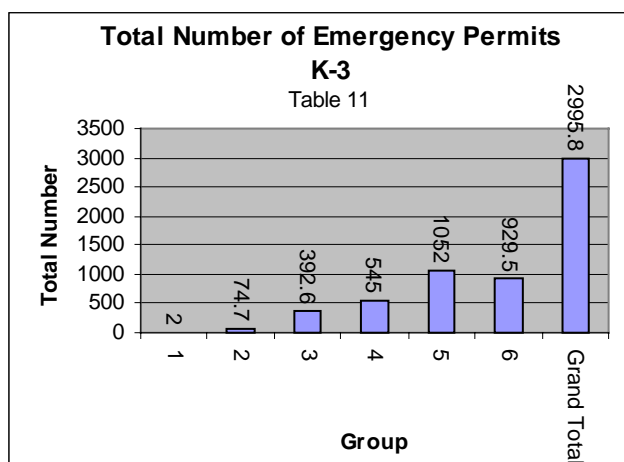
According to responding school districts, the estimated total cost for the needed additional teachers is \$374,105,316. Table 7 shows the reported estimated total cost for needed additional teachers according to the size of school districts. Table 8 shows the estimated total cost for the needed additional teachers according to the type of school district.

b. How many teaching positions are currently filled by individuals possessing only an “emergency permit” as defined in Education Code Section 44300?



School districts reported 7,017 teaching positions filled by individuals possessing only an emergency permit. Unified School Districts reported 4,475 teaching positions filled by those with emergency permits. Elementary School Districts reported 2,143.5 positions while High School Districts reported 399 positions.

c. How many teaching positions in grades K-3 are currently filled by individuals possessing only an “emergency permit” as defined in Education Code Section 44300?



Of the teaching positions occupied by individuals possessing emergency permits, school districts reported that 2,995.8 of these positions are in grades K-3. Because this question pertains only to grades K-3, High School Districts were not included in the above tables. Elementary School Districts reported 1201.7 and Unified School Districts reported 1794.1 K-3 positions occupied by individuals possessing emergency permits.

CLASSIFIED

2. If funding was available to fill all classified positions in your district in accordance with statutory requirements and the requirements of existing collective bargaining agreements, how many additional FTE's would you need to add in order to:

d. Maintain the 1996-1997 level of services in accordance with Education Code Section 45103 or 45104 if applicable?

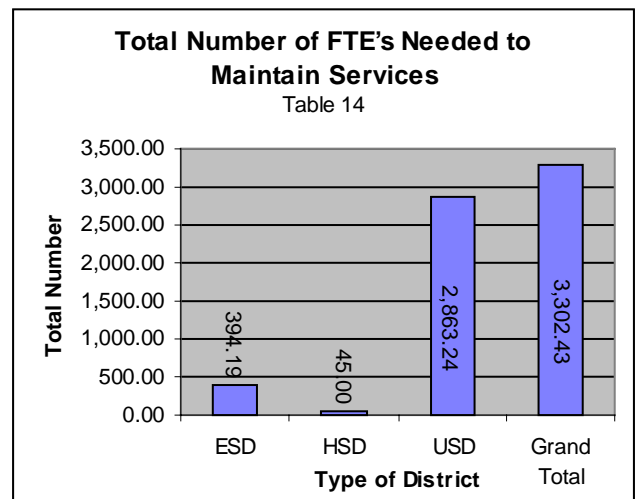
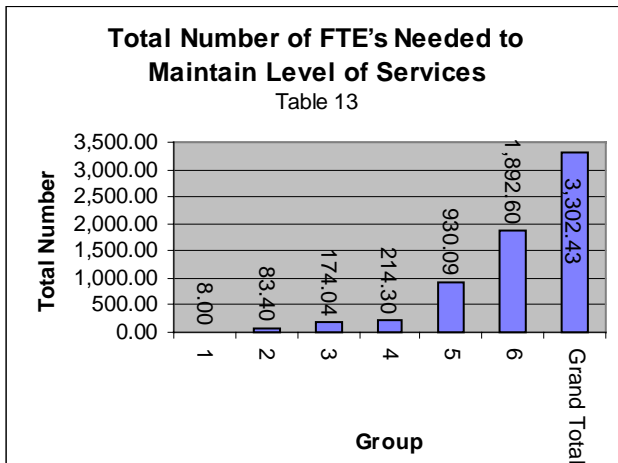
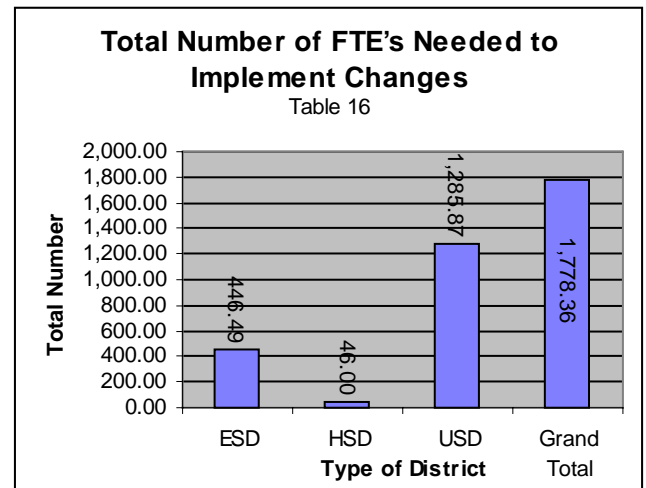
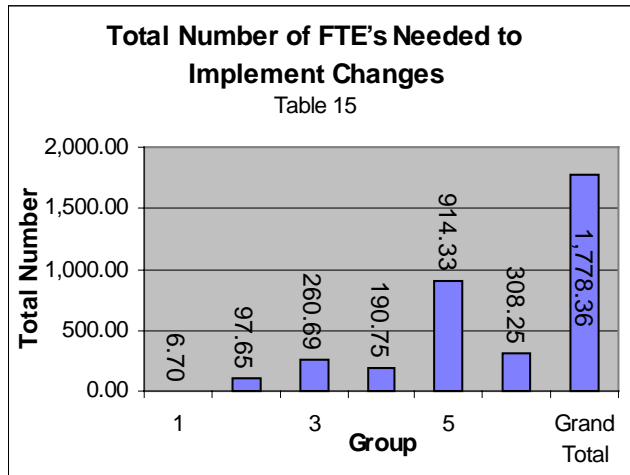


Table 13 indicates school districts reported a need for filling 3,302.43 classified positions in order to maintain their current level of service. Table 14 shows that Unified School Districts reported a need of 2,863.24 positions, Elementary School Districts reported 394.19 positions and High School Districts reported the need of 45 classified positions in order to maintain their current level of services.

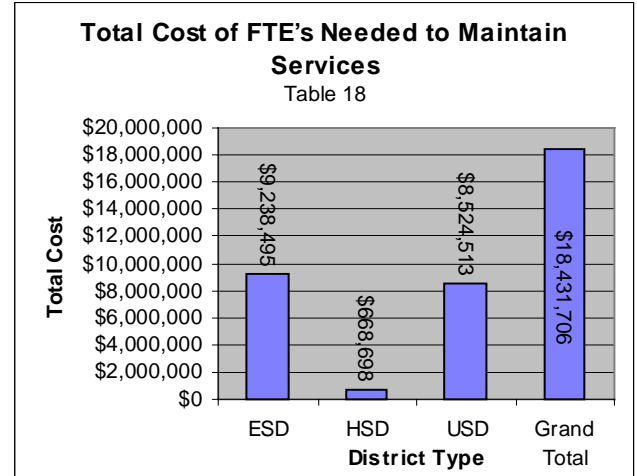
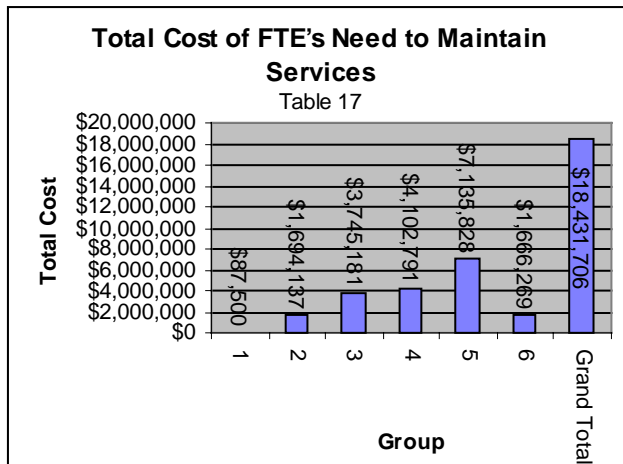
- e. **Implement any planned changes in the level of services for 1997-1998 school year in accordance with Education Code Section 45103 or 45104 if applicable?**



In order to implement changes planned as a result of the CSR program and/or projected enrollment growth, districts reported a need for filling 1,778.36 classified positions. Table 15 shows the reported number of classified positions needed to implement the CSR program and/or projected enrollment growth according to school district size. Table 16 shows the reported number of classified positions needed to implement the CSR program and/or projected enrollment growth according to type of school district.

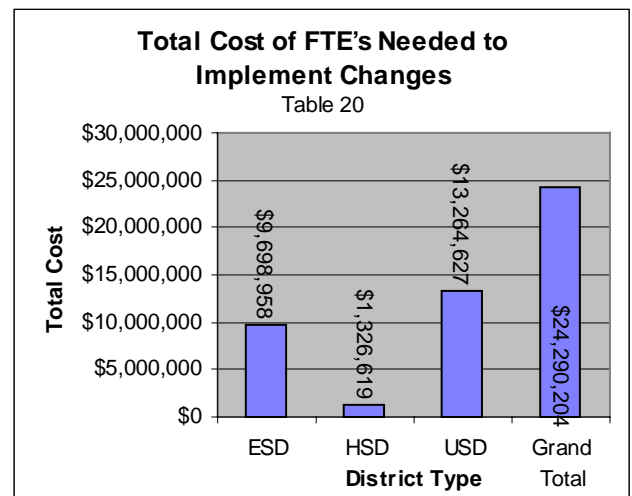
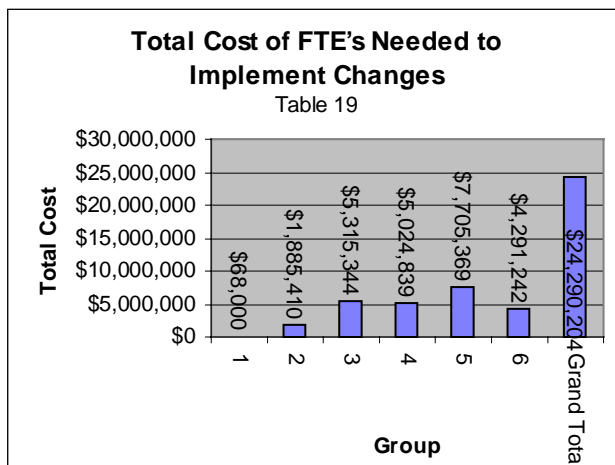
f. What would be the estimated cost to the district of (d) and (e) as listed above?

(d) _____



In order to maintain the current level of services, districts reported an estimated total cost of \$18,431,706. Table 17 shows the estimated reported costs school districts needed to maintain the current level of services according to school district size. Elementary School Districts reported a total cost of \$9,238,495, Unified School Districts reported a total cost of \$8,524,513 and High School Districts reported a cost of \$668,698 to maintain the current level of services.

(e) _____

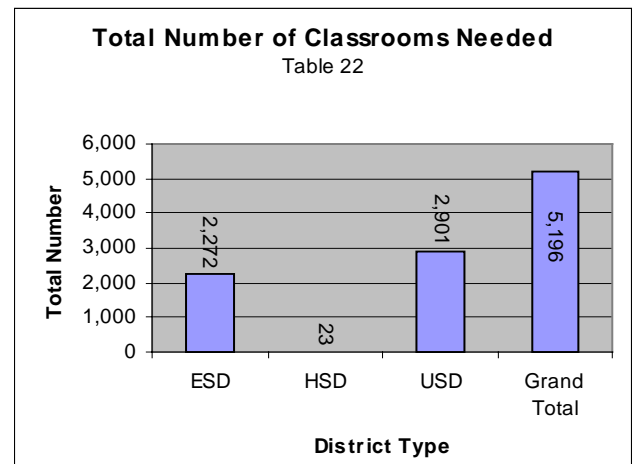
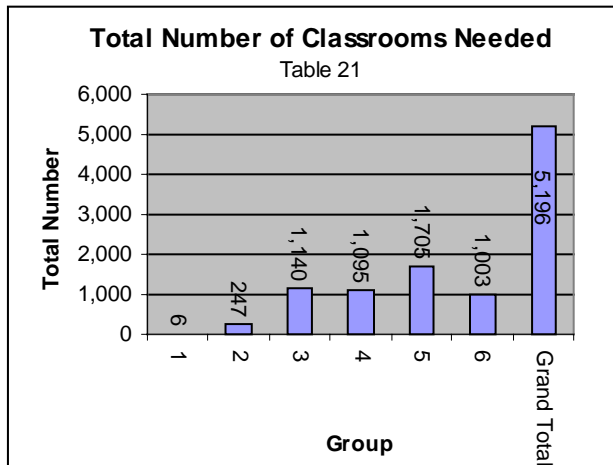


Districts reported an estimated total cost of \$24,290,204 to implement anticipated changes as a result of the CSR program and/or projected enrollment growth. Table 19 shows the total reported costs to implement changes as a result of the CSR program and/or projected enrollment growth according to school district size. Elementary School Districts reported a cost of \$9,698,958, Unified School Districts reported a cost of \$13,264,627 and High School Districts reported a cost \$1,326,619 to implement anticipated changes as a result of the CSR program and/or projected enrollment growth.

FACILITIES

3. In order to achieve class size reduction goals (if applicable) and/or implement your planned 1997-1998 educational program without displacing any program or regular activity that utilized district facilities during the 1996-1997 school year or that currently utilizes district facilities:

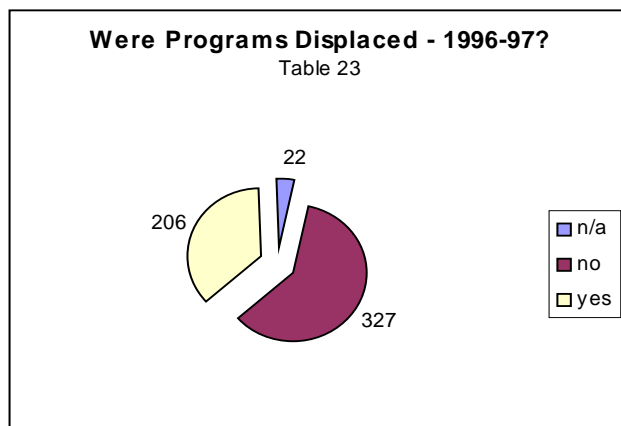
g. How many new classrooms would you need?



School districts reported a total need of 5,196 classrooms. Table 21 shows the reported need for classrooms according to school district size. Elementary School Districts reported needs of over 2,000 classrooms, Unified School Districts reported a need of close to 3,000 classrooms and High School Districts reported a need of 23 classrooms.

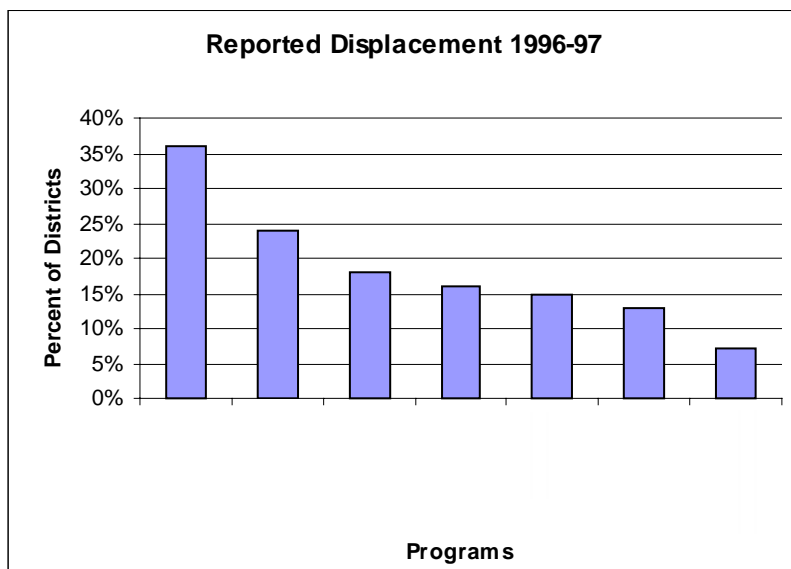
h. Were any programs (adult education, child care, etc.) or any regular activities that utilized district facilities displaced to accommodate class size reduction in the 1996-1997 school year in your district? (Y)____(N)____

If you checked “yes,” please identify the programs.



Of those districts responding, 206 districts reported the “displacement” of district programs as a result of the implementation of the Class Size Reduction program. School Districts marking “yes” on this question were additionally asked to identify those programs that were displaced as a result of implementation of the Class Size Reduction program. While responses varied, some of the more prevalent responses were as follows:

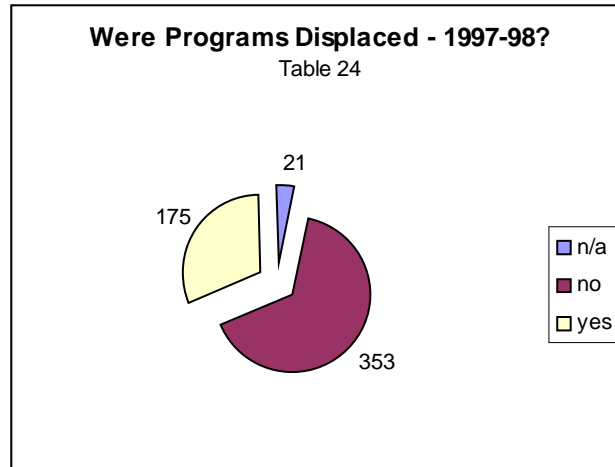
Programs	Reported
Child Development/ Care	36%
Computer Labs	24%
Library	18%
Music and Art Programs	16%
Special Education	15%
RSP	13%
Multi Purpose Rooms	7%



All school districts reporting displacement of programs as a result of implementing the CSR program listed more than one program. For purposes of this report, child development/ childcare programs include preschool, after school programs, Head Start and day care programs. Child development programs were displaced more than any other program with 36% of districts affected during 1996-97. Computer labs and libraries followed with 24% and 18% of the districts reporting displacement respectively. Arts programs, including music, band, art and performing arts classes, comprised 18% of those districts reporting. Special Education and RSP were often displaced as well, comprising of 15% and 13% respectively. Other programs that were mentioned included adult education, science labs, and staff offices. For the group and district type breakdowns, please reference Appendix table 1.

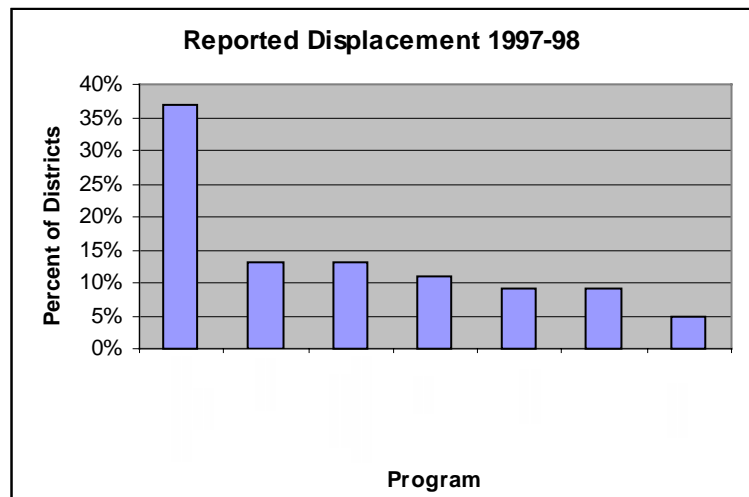
- i. Will any programs (adult education, child care, etc.) or any regular activities that utilize district facilities be displaced to accommodate class size reduction in the 1997-1998 school year in your district? (Y) _____ (N) _____

If you checked “yes,” please identify the programs.



Of those districts responding, 175 districts reported additional anticipated program displacement in the 1997-98 school year as a result of their implementation of the CSR program. Districts marking “yes” on this question were asked to identify those programs that would likely be displaced as a result of implementation of the CSR program. While responses varied, some of the more prevalent responses were as follows:

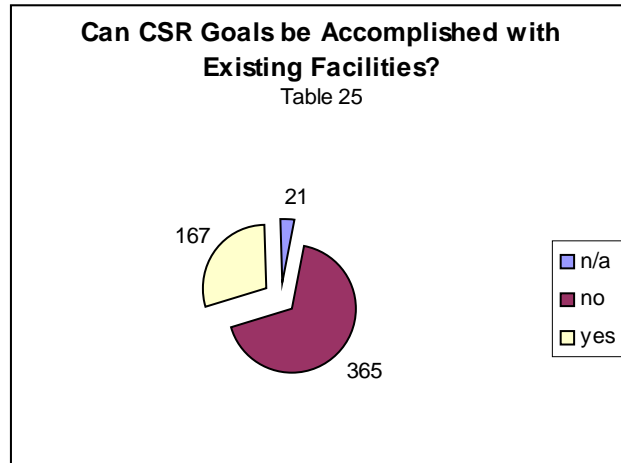
Programs	Reported
Child Development/ Care	37%
Library	13%
Music and Art Programs	13%
Computer Labs	11%
Special Education	9%
RSP	9%
Multi Purpose Rooms	5%



School Districts reported slightly less program displacement in the 1997-98 school year in every program except Child Development/ Childcare, which increased to 37%. Libraries and arts programs were anticipated to be displaced in 13% of the districts. However, some schools reported that although there was no additional displacement, the programs displaced during the 1996-97 school year continued to be displaced. For group and school district type breakdown of those reporting displacement in 1997-98, please reference Appendix Table 2.

j. Can class size reduction goals be accomplished and/or your projected growth in enrollment be accommodated with existing district facilities, without compromising non-classroom space (e.g., playgrounds, libraries, computer labs, cafeterias, etc.)?

(Y)____(N)____

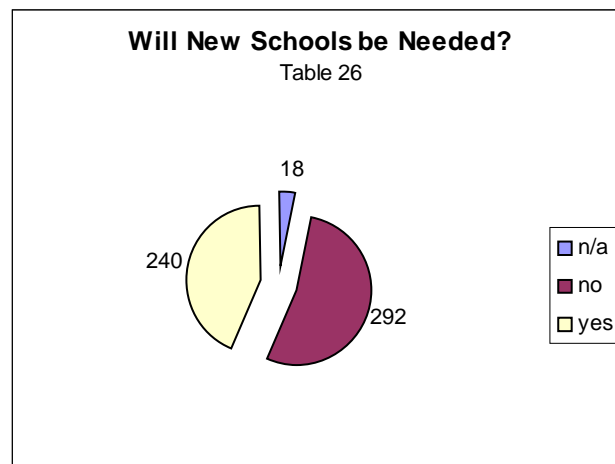


Of the 553 school districts responding to this question, 365 reported an inability to meet either CSR goals and/or their expected enrollment growth with existing facilities. For group and school district type breakdown, please reference Appendix Table 3.

k. Will class size reduction requirements or growth in enrollment projections require the construction of new school sites in your district before the year 2000?

(Y)____(N)____

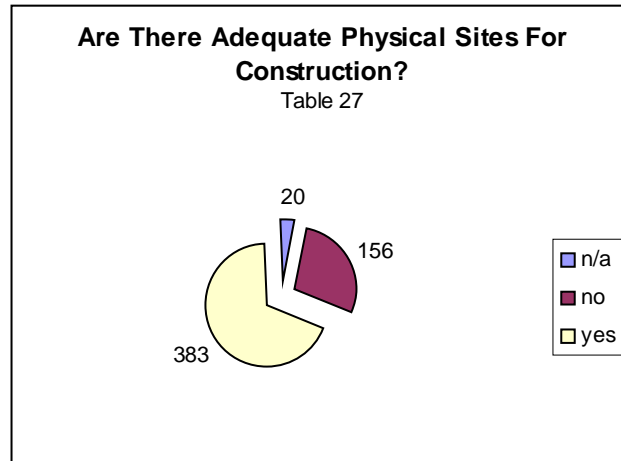
If you checked “yes,” how many and at what level?



Class size reduction requirements and/or projected enrollment growth will require 240 of the 550 districts responding to build new schools. Elementary School Districts accounted for 133 of the districts reporting a need to build new schools before the year 2000. For group and school district type breakdown, please reference Appendix Table 4.

l. Does your district have access to adequate physical sites for new construction if funding is available?

(Y)____(N)____

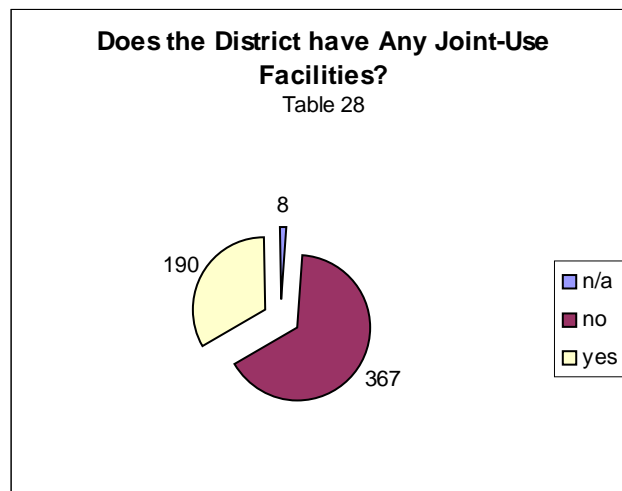


Of the 559 districts responding, 383 districts reported having adequate physical sites for anticipated new school construction. Another 156 districts reported not having the physical sites available to meet their anticipated need for new school sites. For group and school district type breakdown, please reference Appendix Table 5.

m. Is your district currently utilizing or considering any “joint-use” facilities with local government entities?

(Y)____(N)____

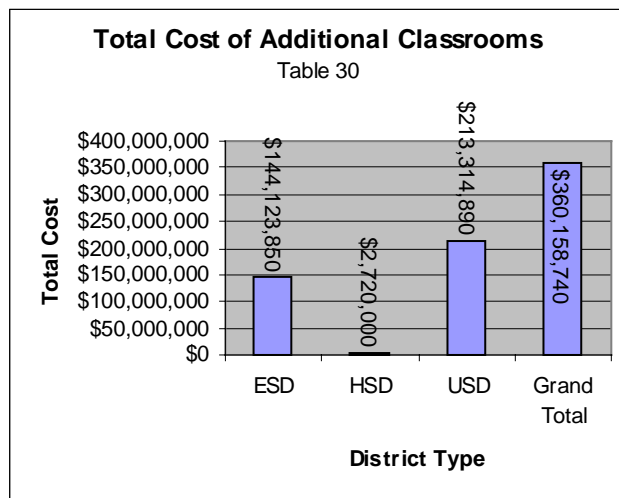
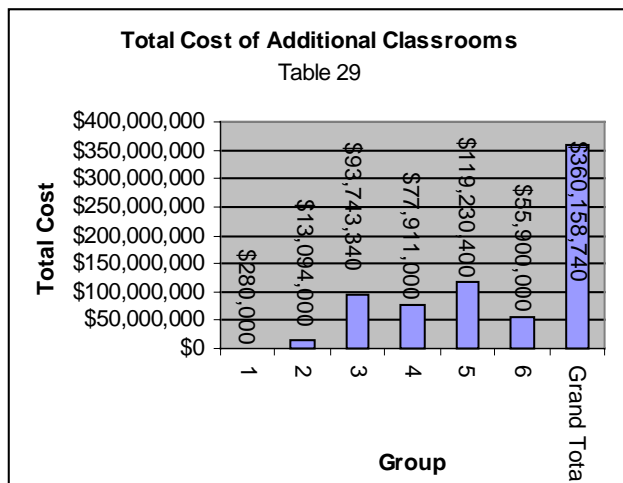
If you checked “yes,” please describe.



190 districts reported either currently utilizing or considering the use of “joint-use” facilities. Elementary school districts accounted for 103 of those districts reportedly utilizing joint-use arrangements. For group and school district type breakdown, please reference Appendix Table 6.

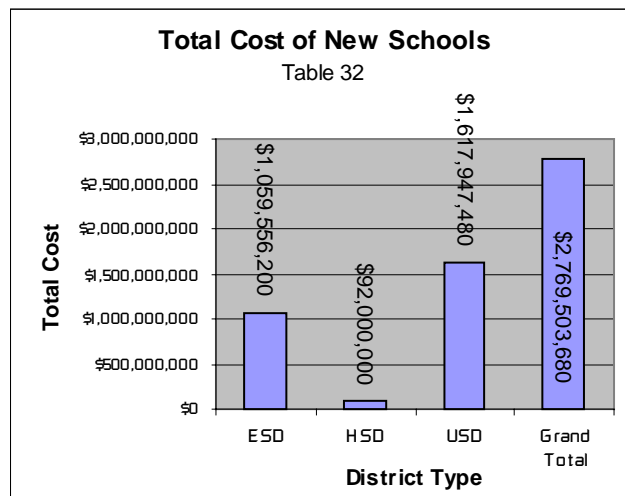
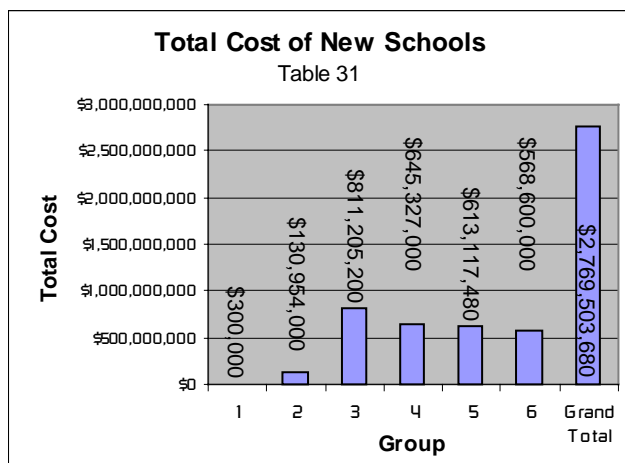
n. What would be the estimated cost to the district of (g), (k), or (m) as listed above?

(g) _____



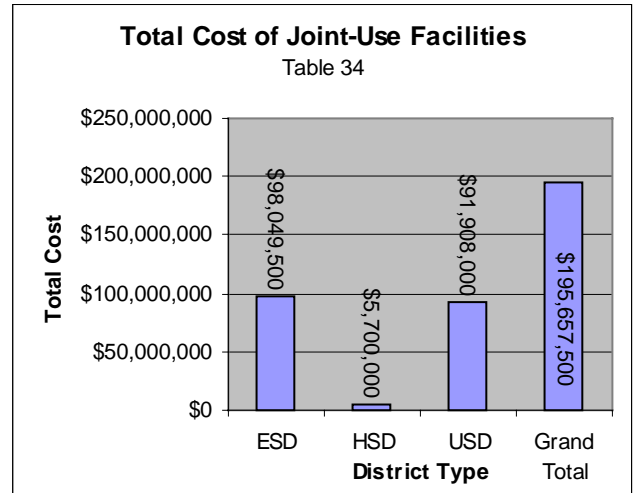
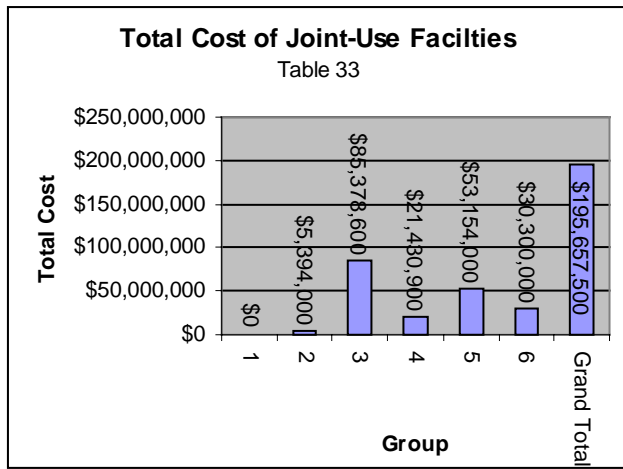
Reporting school districts estimated a total cost of \$360,158,740 for additional classrooms needed to meet their CSR program requirements and/or their projected enrollment growth. Group 5 districts reported \$119,230,400 in projected cost for new classrooms. High School districts accounted for \$2.7 million of the total estimated cost.

(k) _____



In order to meet the CSR program requirements and/or the projected growth in enrollment, responding school districts reported an estimated total cost of \$2.77 billion in new school construction costs. Elementary and Unified School Districts accounted for \$2.68 billion of the total estimated cost.

(m)_____



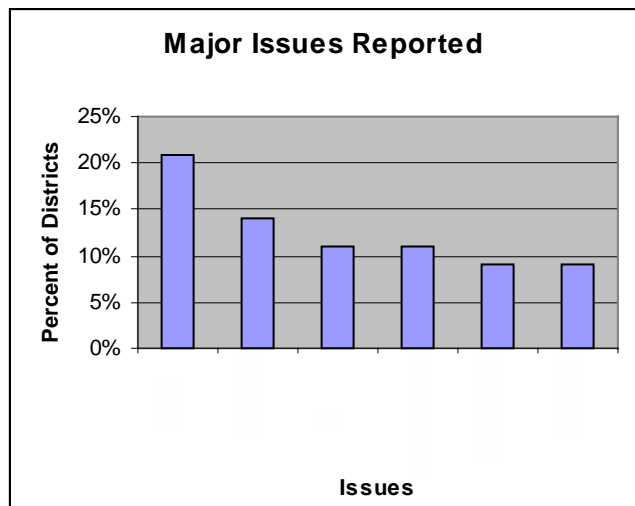
Those districts that reported either currently utilizing or considering utilizing “joint-use” facilities reported an estimated cost of \$196 million. High School Districts reported only \$5.7 million of the estimated total cost.

OTHER (Optional)

4. Please list all sections of the Education Code and any other factors which you believe restrict or diminish your district's ability to maximize the delivery of quality instructional services to your students.

127 school districts responded to this question. The answers varied greatly, however there were certain issues that many school districts listed, the most prevalent ones can be found in the chart below. The 2/3 requirement to pass a school bond, developer fees, and bidding requirements were included in the construction issues category, which 21% of the districts listed as a major restriction. Class Size Reduction facilities funding and administrative responsibilities comprised the second most reported issue at 14%. Special Education and Bilingual Education, as well as an overly restrictive education code were both reported by 11% of the districts. Teacher credentialing issues, including waivers and restrictions regarding out-of-state credentials, as well as collective bargaining were reported by 9% of the districts.

Issue	Reported
Construction Issues	21%
Class Size Reduction	14%
Special/Bilingual Ed.	11%
Too Restrictive	11%
Teacher Credentialing	9%
Collective Bargaining	9%



Joint Legislative Audit Committee Survey Analysis

577 School Districts responded to the JLAC Needs Assessment Survey representing 58% of California's school districts. Responding districts serve in excess of 2.47 million students or approximately 44% of California's student population. The Average Daily Attendance (ADA) of responding districts ranged from Coffee Creek Elementary with an ADA of 7 to Fresno Unified with an ADA of 78,740. All of California's school districts were invited to participate.

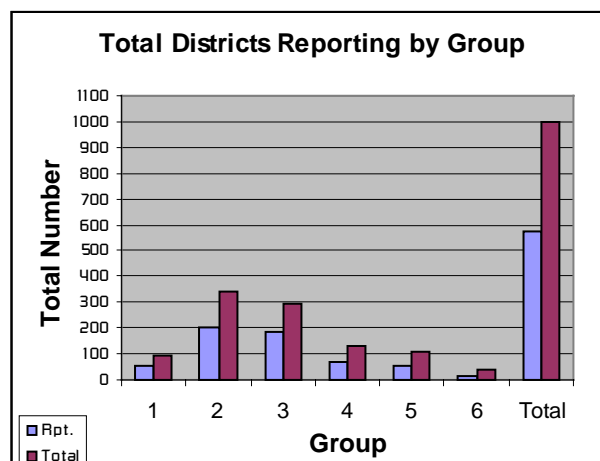
JLAC believes that the results are illustrative of the needs facing educators and students throughout California. Many districts expressed their appreciation for the Legislature's interest and indicated to JLAC that State Government has never before asked the districts themselves to define their specific local needs related to facilities and personnel. Often, needs assessments rely exclusively on statistical information - and projections fail to account for the real experiences of California's front line educators at the individual school sites. Statistical analysis and concrete experience seldom interface. This study will hopefully help bridge that gap and provide a clearer picture of the challenges confronting teachers, administrators, classified employees, parents, and students in reforming California's system of Public Education.

In order to estimate the actual needs of California's schools, projections have been constructed based on the assumption that trends identified among reporting Districts would be relatively consistent had 100% of the Districts surveyed responded. It should be noted that the Committee believes that the estimates in this report are conservative and that in most instances the actual needs will be greater than projected, particularly in urban/high ADA districts. The projected totals are based on information reported in each of the six identified ADA groupings.

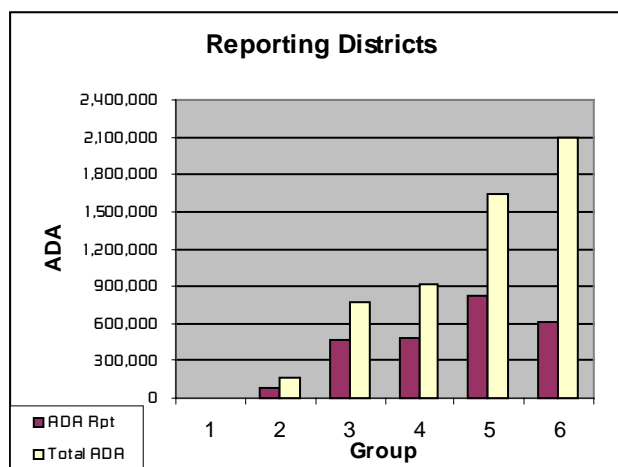
It should be further noted that this report focuses on the baseline 1996-1997 and 1997-1998 school years and on the specific effect of the implementation of the Legislature's Class Size Reduction (CSR) initiatives, enacted with the Governor's approval over the past two years, on California school districts. At the end of this report you will find data and projections from both the CDE and the DOF regarding estimated facility needs over the next ten years along with the baseline data developed in this report.

Districts Reporting

Group	Number of Reporting Districts	Total Number of Districts	% Reporting Districts
1	56	92	61%
2	198	343	58%
3	184	296	62%
4	70	128	55%
5	52	105	50%
6	17	36	47%
Total	577	1000	58%



Group	ADA of Reporting Districts	Total ADA	% ADA Reporting
1	2,843	5,340	53%
2	88,077	166,007	53%
3	464,924	780,835	60%
4	483,532	911,793	53%
5	824,249	1,650,992	50%
6	604,171	2,097,998	29%
Total	2,467,796	5,612,965	44%

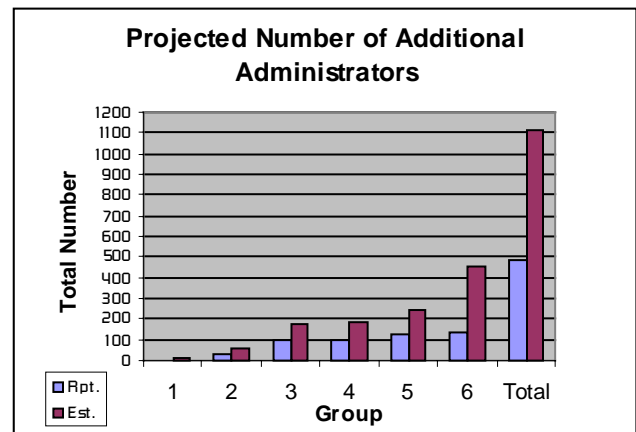


It should be noted that though the JLAC survey was voluntary, it is instructive that some large districts chose not to participate. Though some may believe that this lack of response may indicate that no needs exist, JLAC believes, that certain districts may lack the capacity to accurately assess their actual needs, either due to their size or due to an inability to communicate effectively with the school sites and stakeholders within their districts. We hope to work closely with these districts in the future.

ADMINISTRATORS

California school districts reported a continuing need for administrative personnel. In assessing their own needs, however, it should be noted that self-identified needs for administrative personnel from the districts account for a projected total of only 1116 new administrators, in a State with over 1000 school districts and over 5.5 million students. Considering factors such as projected retirements, we believe that these figures illustrate that school districts in California have clearly moved in the direction of focusing available resources away from administration and toward more student oriented instructional activities. It should be noted, however, that our information also indicates that in some cases, certificated personnel, particularly those serving in non-classroom settings or non-instructional settings may at times either voluntarily or involuntarily assume roles and responsibilities traditionally and statutorily reserved for administrative personnel.

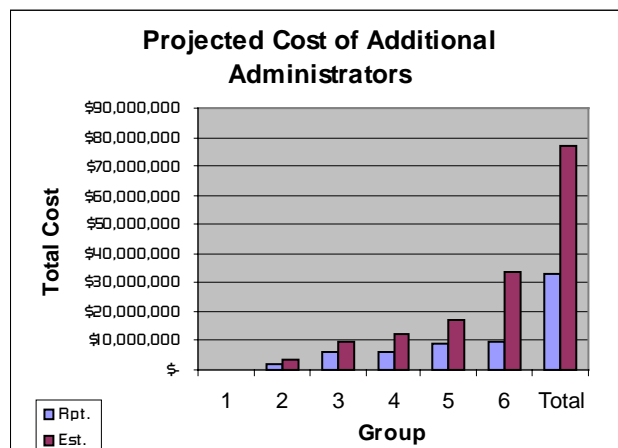
Q1a1		
Group	Reported	Estimated
1	2.9	5
2	29.56	56
3	100.97	170
4	98.5	186
5	121.7	244
6	131	455
Total	484.63	1,116



JLAC estimates a current existing need for 1,116 additional administrators at a total estimated cost \$76,808,211. Reported cost was based on district responses and calculated to factor for the non-responding districts in each of the groups. While Group 6 reported a need for 131 administrators, we estimate a need for 455 at a cost of \$33.5 million.

Administrator Costs

Q1a2		
Group	Reported	Estimated
1	\$ 150,000	\$ 283,019
2	\$ 1,800,752	\$ 3,394,047
3	\$ 5,926,474	\$ 9,877,457
4	\$ 6,496,193	\$12,249,827
5	\$ 8,742,231	\$17,510,914
6	\$ 9,645,132	\$33,492,948
Total	\$ 32,760,782	\$76,808,211

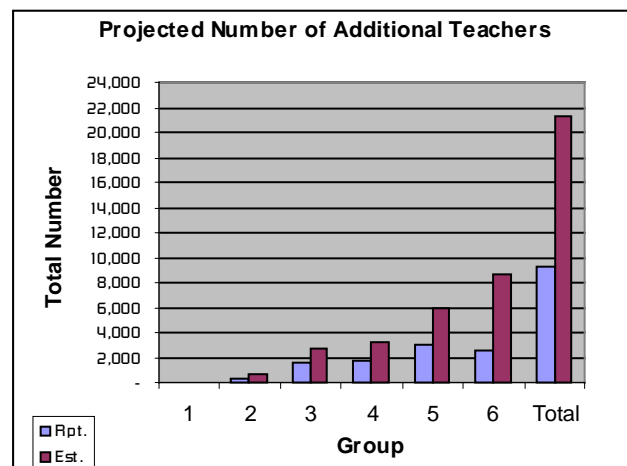


TEACHERS

Recruiting and hiring qualified classroom teachers remains a critical need for improving student performance in California public schools. Experts agree that the most important factor in determining whether a student achieves academic success is the quality of the classroom teacher. JLAC estimates, based on district self assessments, that today in California's schools, there is a shortage of at least 21,312 classroom teachers. Without aggressively addressing teacher training and recruitment, California's children remain at risk regardless of the scope or nature of reform efforts initiated by the Legislature, the Governor, the California Department of Education, or local school jurisdictions. The projected growth in student enrollment over the next decade makes the current shortage of qualified teachers all the more troubling and in need of addressing.

Q1a3		
Group	Reported	Estimated
1	9	16
2	305	575
3	1,662	2,770
4	1,726	3,255
5	2,999	5,999
6	2,504	8,697
Total	9,205	21,312

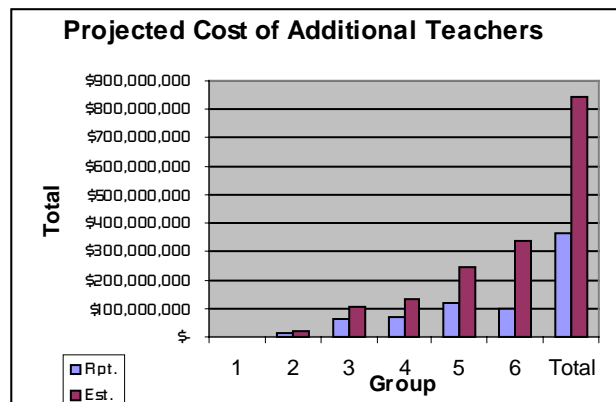
According to the district responses, JLAC estimates a total current need for 21,312 teachers. While JLAC estimates a total need of 8,697 teachers for Group 6, the low response rate by the largest of California's school districts undoubtedly has resulted in an artificially lower reported assessment of current needs and consequently, an lower estimate of total needs.



Costs of Addressing District Identified Teacher Needs

The JLAC Needs Assessment Survey indicated that to satisfy the current need for qualified teachers, if such teachers were readily available, the cost today would exceed \$846.5 million. Costs of teacher recruitment, teacher training and education, and the need for more classroom teachers due to anticipated future enrollment growth after the 1997-1998 school year will significantly increase these costs if the Legislature and the Governor are truly committed to rebuilding California's educational system.

Q1a4		
Group	Reported	Estimated
1	\$ 318,500	\$ 600,943
2	\$ 11,669,648	\$ 22,018,201
3	\$ 64,375,207	\$ 107,292,011
4	\$ 70,123,859	\$ 132,309,168
5	\$ 122,426,296	\$ 244,852,592
6	\$ 97,762,647	\$ 339,483,090
Total	\$ 366,676,157	\$ 846,556,005

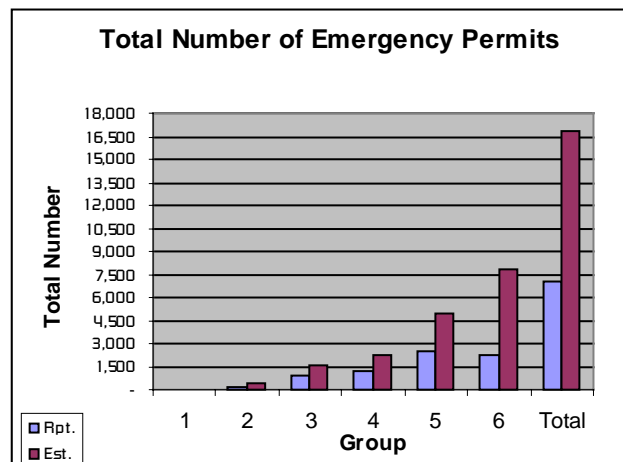


Based on the district responses, JLAC estimates a total cost exceeding \$846.5 million in order to meet the current needs for qualified teachers. The major difference between our estimated cost and that reported by the responding districts can be found in the Group 6 results. This is due to the low response rate by those districts in Group 6. We expect that these districts will have the greatest need for additional teachers. California's largest school districts will undoubtedly struggle to find sufficient teachers to implement the CSR program as well as accommodate the expected growth in student enrollment.

EMERGENCY PERMITS

Based on district reports, there are currently 16,843 Emergency Credentialed teachers in California's public schools. Many of these teachers are committed to doing the best they can, but few have either the experience or the training to be able to effectively deliver quality instruction to our children. JLAC projections correspond closely with figures reported by the California Commission on Teacher Credentialing (CTC) regarding waivers granted. According to the CTC, 15,225 emergency credentials were issued to districts in 1995-96. In 1996-97, this total increased to 21,959. The number estimated by JLAC is based on district reports.

Q1b		
Group	Reported	Estimated
1	5	9
2	190	359
3	906	1,511
4	1,194	2,253
5	2,466	4,932
6	2,256	7,779
Total	7,018	16,843

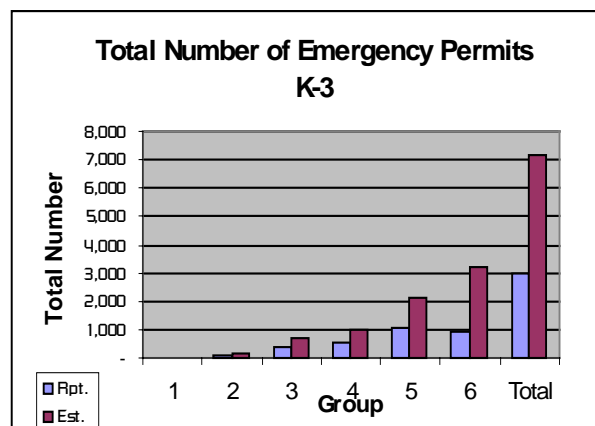


Although only 29% of the districts in Group 6 responded, these districts reported 2,256 teachers serving in classrooms with only an emergency permit. This number was comparable with that reported by Group 5 districts even though 50% of Group 5 districts responded. These findings indicate that children in high ADA districts are more likely to be in a classroom taught by a teacher with only an emergency permit. It should be noted that the failure of the Los Angeles Unified School District to respond to this survey clearly resulted in the low reported numbers by Group 6 districts. According to the CTC, Los Angeles Unified School District accounted for 5,179 of the Emergency Permits issued by the commission in 1996-97. The number of emergency permits issued to the LAUSD has increased in each of the last three school years. LAUSD was granted 3,144 emergency permits in 1994-95, and 3,277 in 1995-96.

Emergency Permits K-3

In grades K-3, where districts are struggling to reach their class size reduction goals, JLAC estimates from data provided by school districts that over 142,000 students in grades K-3 in 7,136 K-3 classrooms are being taught by teachers who have not completed a state certified teacher training and education program. It will be difficult to assess the effectiveness of either the new academic standards which are now being developed or the class size reduction program with such a large number of California's students being taught by minimally prepared teaching personnel. This problem is more troubling considering the large number of students in K-3 classes who may not be accorded the maximum benefit of CSR strategies due to the lack of the most highly qualified teaching personnel in their classrooms during these critical years.

Q1c		
Group	Reported	Estimated
1	2	4
2	75	141
3	394	656
4	544	1,026
5	1,052	2,104
6	930	3,205
Total	2,997	7,136



The JLAC estimates show a total of 7,136 teachers with emergency permits in grades K-3. Again, despite the low response rate, Group 6 districts reported more emergency permits in K-3 than all other groups except Group 5. The smallest of California's districts represented by Group 1 reported only 2 teachers with emergency permits in K-3. This low number may be attributed to the fact that small districts apparently were not as heavily impacted by the CSR program as were larger districts. Many of these smaller districts reported declining enrollments.

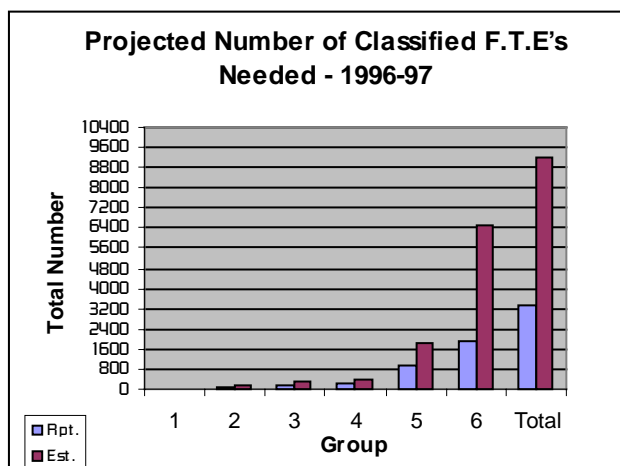
The proliferation of underqualified teachers in California public schools along with the inadequate number of programs to train teachers bodes ill for the success of current educational reform efforts. With the quality of teachers being the number one indicator of student achievement, the Legislature will need to make a significant investment in teacher training and preparation to reach the goals we have set for our children. A unified effort will likely be necessary involving a reinvigoration of teacher education programs in California's institutions of higher learning along with a concerted effort to elevate the esteem in which the teaching profession is held to a level commensurate with its importance to our children's success and to the future of our state.

CLASSIFIED EMPLOYEES

Classified employees provide the foundation that keeps our schools running. Over the past number of years, significant reductions in classified personnel due to budget considerations have led to deteriorating facilities and the elimination of many support programs. With the improving economy and the strong commitment of Californian's to rebuild our educational system, a reinvestment in classified personnel will be come increasingly important. JLAC estimates that California schools will need to fund approximately 9,238 classified positions just to address the immediate needs of California school districts. It should be noted that, due to severe budget restraints, reports have been received indicating that some districts have retained temporary employees in positions normally reserved by statute for classified employees – employees who are traditionally identified and hired pursuant to the state and/or locally mandated competitive hiring process. To ensure adequate staffing and the retention of the best and most qualified personnel in our schools, JLAC estimates an immediate need of approximately \$176 million to rebuild the classified service in California schools.

Classified Employees 1996-1997

Q2d		
Group	Reported	Estimated
1	8	15
2	83	157
3	174	290
4	214	404
5	930	1,860
6	1,893	6,512
Total	3,302	9,238



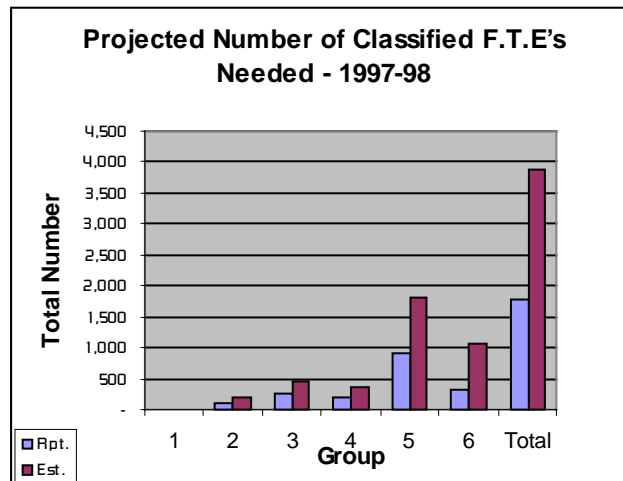
Based on the district responses, we estimate a total current need for 9,238 classified employees in order for school districts to maintain their current level of service. Regardless of whether districts are traditional structured or subject to the jurisdiction of a merit system, districts were asked to indicate the number of classified employees that they would need only to maintain their current level of services.

Classified Employees 1997-1998

Q2e		
Group	Reported	Estimated
1	7	13
2	98	184
3	264	439
4	196	369
5	914	1,829
6	308	1,063
Total	1,787	3,897

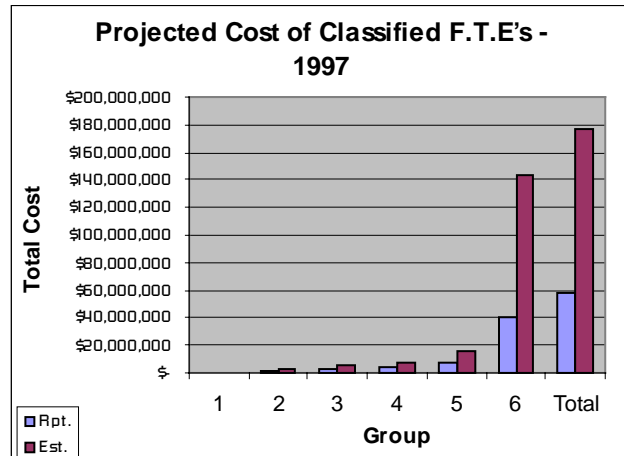
Districts were also asked to assess their needs for additional classified staff based on anticipated changes for the 1997-98 school year. Based on the district

responses, we estimate a total need for 3,897 additional classified staff. As expected, the majority of need will be by the largest of the school districts represented by Groups 5 and 6.



Estimated Costs of Needed Classified Employees 1996-1997

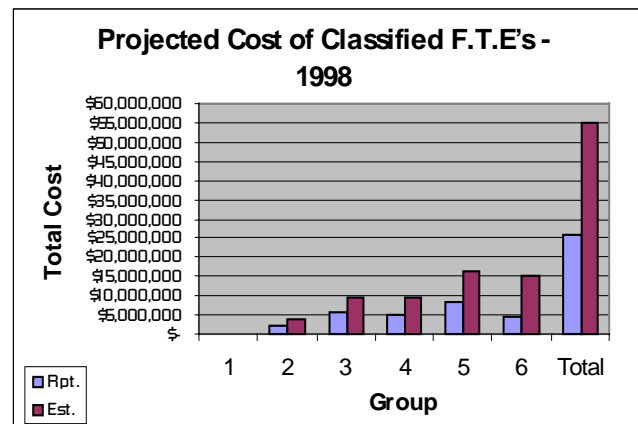
Q2fd		
Group	Reported	Estimated
1	\$ 109,000	\$ 205,660
2	\$ 1,759,777	\$ 3,320,334
3	\$ 3,251,801	\$ 5,419,668
4	\$ 4,124,791	\$ 7,782,624
5	\$ 7,885,828	\$ 15,771,656
6	\$ 41,172,269	\$ 143,632,605
Total	\$58,303,466	\$ 176,132,547



Based on the district responses and solely for the purposes of this survey, we used an average cost of \$22,000 for classified employees. As a result, we estimate a total need of \$176 million. In order to meet the need for classified employees based on any planned changes, the tables below show a total estimated need of \$55 million.

Estimated Cost of Needed Classified Employees 1997-1998

Q2fe		
Group	Reported	Estimated
1	\$ 90,000	\$ 169,811
2	\$ 2,051,910	\$ 3,871,528
3	\$ 5,714,294	\$ 9,523,823
4	\$ 5,112,839	\$ 9,646,866
5	\$ 8,266,369	\$ 16,532,738
6	\$ 4,445,242	\$ 15,328,420
Total	\$25,680,654	\$ 55,073,186

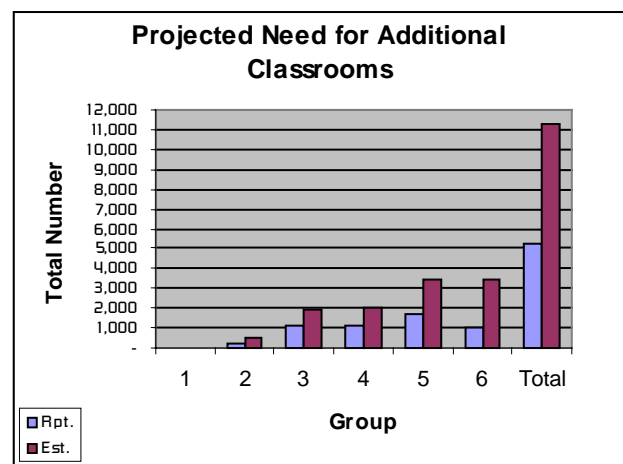


It is clear that to rebuild our schools, not only will the classified service be counted on to provide existing services, but will also be subject to expansion in order to restore those services that have been reduced or eliminated due to budget constraints over the past decade.

FACILITIES

CLASSROOMS

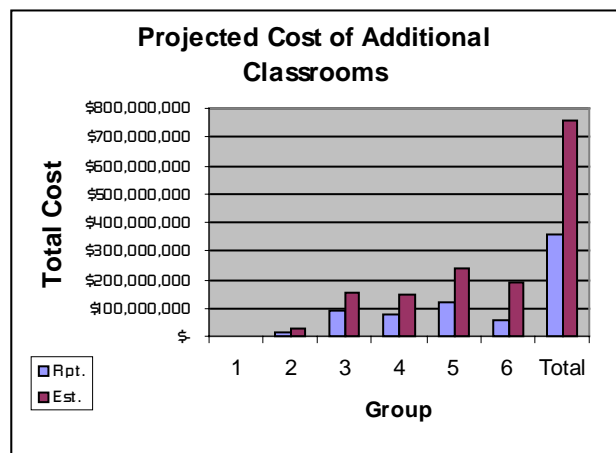
Group	Reported	Estimated
1	6	11
2	247	466
3	1,149	1,915
4	1,086	2,049
5	1,705	3,410
6	1,003	3,459
Total	5,196	11,310



Based on the survey responses, JLAC estimates the total immediate need of at least 11,310 new classrooms in California's public schools. After adjusting projections to compensate for the relatively low response by the larger districts, JLAC estimates that districts in groups 5 and 6 need to establish approximately 3,410 and 3,459 classrooms respectively. Many of the smallest school districts such as those represented in Group 1 reported little or no immediate need for additional classrooms based on either anticipated increases in student enrollment or the CSR program. Some of these districts reported that they were not impacted by the CSR program and did not anticipate enrollment growth, but rather anticipated a decline in enrollment.

Classroom Costs

Q3ng		
Group	Reported	Estimated
1	\$ 280,000	\$ 528,301
2	\$ 13,094,000	\$ 24,705,660
3	\$ 94,343,340	\$157,238,900
4	\$ 77,311,000	\$146,869,811
5	\$ 119,230,400	\$238,460,800
6	\$ 55,900,000	\$192,758,620
Total	\$ 360,158,740	\$760,562,092

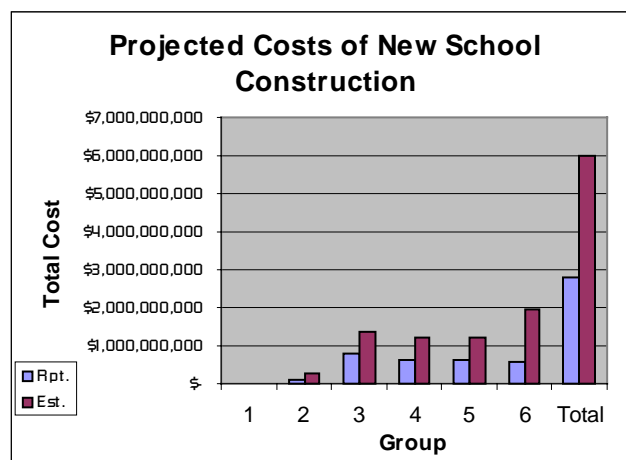


School districts were asked to estimate the cost for funding their needs for additional classrooms.

Based on the districts' responses, JLAC estimates a total investment of \$760.6 million will be required immediately to address current classroom needs. JLAC estimates, based on data provided by individual responding districts, the total price tag for adding classrooms in ADA group 6 alone will exceed \$192.7 million. In large part, we found, these classroom needs will be addressed by the acquisition of "portables" whose placement at existing school sites may compromise the integrity of playground and student recreational facilities.

NEW SCHOOL CONSTRUCTION

Q3nk		
Group	Reported	Estimated
1	\$ 300,000	\$ 566,038
2	\$ 130,954,000	\$ 247,083,019
3	\$ 811,205,200	\$1,352,008,667
4	\$ 645,327,000	\$1,217,598,113
5	\$ 613,117,480	\$1,226,234,960
6	\$ 568,600,000	\$1,960,689,655
Total	\$ 2,769,503,680	\$6,004,180,452



In question 3k of the survey, school districts were asked whether the CSR program or projected growth in student enrollment would require the construction of any new schools in their districts before the year 2000. Of the 550 districts responding to this question, 240 reported a need to build at least one new school before the year 2000. These responses identified a particularly critical need for new school construction in California's largest districts, represented in Group 6. Of the 16 districts that responded to this question, 14 reported having to build new schools. Consequently, Group 6 districts represent the largest estimated cost for new school construction. Based on the survey results, JLAC estimates the total cost for building new schools to meet the

existing needs of California's schools to exceed \$6 billion. This estimate of the immediate needs facing California's school districts is based on data provided by the districts themselves.

Availability of Sites for School Construction

156 districts reported a lack of available space for constructing new schools. Urban districts, where enrollment growth is accelerating at the fastest pace, will be confronted with significantly higher costs related to land acquisition than districts that are not located in an urban setting. When examining school construction costs related to urban districts the Legislature will be required to further subsidize land acquisition in these areas if school construction strategies are to succeed.

Displacement of Existing School Site Programs

The findings of the JLAC survey indicate that several issues related to the CSR program and enrollment growth have not received the attention necessary for a successful implementation of the current educational reform initiatives of the Legislature and the Governor. Facility shortages have translated into a marked reduction of specialized programs and mandated student services such as special education, childcare, libraries, and computer labs. School districts have reported no other option but to displace many of these programs and services in order to fulfill the facilities demands of the CSR Legislation.

While class size reduction has been an educational priority of the Legislature and the Governor over the last two years, many of the programs and services displaced by the CSR requirements remain in the statute, and as such, continue to be an obligation for school districts.

Child Development – Child Care

California families need quality child development and child-care options. As more parents and guardians are included in the workforce, early morning and late afternoon child-care have become necessities. Parents and guardians often rely on their child's before-school and/or after-school program to provide this service. However, according to the results of the Needs Assessment Survey, districts have been forced to reduce or eliminate school-operated child-care due to the impact of CSR. This reduction of school operated child-care places an additional burden on working parents, and serves to diminish the amount of time that children spend in a controlled learning environment.

There is no question that the availability of quality child care and child development programs is crucial to the success of many students and their families. As a result, in 1989 (c. 1394) the Legislature declared its intent for public school-operated child-care, by stating,

“The Legislature has stated its intent that early childhood education and child development programs be a concomitant part of the educational system by providing young children an equal opportunity for later school success. Those programs are considered by the general public to be an integral and essential part of the state’s public education system.

Early childhood education programs for children of low-income families have been shown to increase high school graduation rates and college entry rates, to reduce the need for special education and grade level retention, and to reduce high school dropout rates.”

Despite the Legislature's stated intent to foster and support childcare and early childhood education, the CSR program has resulted in the displacement of these programs by districts throughout the state. With schools forced to utilize their facilities to meet CSR requirements, districts will find it increasingly difficult to continue to make space available for programs providing child care and child development.

Computer labs have also fallen victim to displacement, even though the Legislature has repeatedly declared its support for computer education and training in California's public schools. As stated in Education Code 44276 the Legislature finds and declares,

“California’s public school pupils need quality instruction and support in the areas of computer education in order to develop the skills necessary for entry into an increasingly technological society. The Legislature recognizes that computers and other technologies are an integral part of the contemporary society and the state educational system.”

Education Code 51006 finds that,

“Without adequate and early exposure to a basic computer education and computer resources, many students may be placed at a significant disadvantage in their opportunities to secure success in academics and the job market in the future.”

However, as evidenced by the results of this survey, districts will certainly find it difficult to add, maintain or even preserve functional computer labs. Until facility shortages are appropriately addressed, class size reduction goals will only be accomplished by displacing existing computer labs at individual school sites.

Special Education is another program that districts have reported significant program displacement as a result of the CSR requirements. Education Code Section 56000 states that,

“The Legislature finds and declares that all individuals with exceptional needs have a right to participate in free appropriate public education and that special educational instruction and services for these persons are needed in order to ensure them of the right to an appropriate educational opportunity to meet their unique needs.”

Despite this declaration of every student's right to receive a quality public education regardless of their unique needs, school districts are being forced to displace Special Education programs from their campuses to meet CSR requirements. With a severe facility shortage facing districts throughout California, districts will undoubtedly continue to find it difficult to house Special Education Programs.

The responding districts also listed libraries as one of the top specialized programs and/or services displaced by CSR. Although Education Code Section 18100 requires that each school district,

“provide school library services for the pupils and teachers of the district by establishing and maintaining school libraries or by contractual arrangements with another public agency,”

districts have found it necessary to displace libraries as well. Some districts that reported school library displacement have either entered or are planning on entering into library joint-use arrangements with other local public entities in order to meet their obligation to maintain library services.

Joint-Use Facilities

Our findings here indicate that “joint-use” arrangements between school districts and local public entities may be an increasingly attractive option for districts facing a shortage of facilities and/or physical space.

Education Code Section 17750 and 17751 authorize school districts to enter into joint-use agreements with local public entities for the use of libraries, parks, auditoriums, and recreation facilities. As defined by these code sections, “joint-use” is an arrangement in which a school district and a local public entity enter into an agreement to share the use of a facility by both students and the general public. One third of districts responding to the survey reported participating in or planning on entering into joint-use arrangements with local public entities.

The last statewide education bond included \$25 million for the facility construction of joint-use facilities throughout the state. In April, 1997, the State Allocation Board (SAB) adopted regulations for the disbursement of these funds. The SAB received 76 applications totaling \$51 million for the joint-use funds. However, due to the limited funds made available for joint-use projects under Proposition 203, only 37 of these applications were funded at a total of \$23 million.

With school districts anticipating a continued facility shortage, joint-use arrangements appear to be an increasingly attractive option. Identifying programs that have been displaced and that may be housed in joint-use facilities may alleviate some displacement at a relatively low cost.

OTHER:

Of the total number of districts responding, 127 school districts responded to this optional question. Although the responses varied among school districts, there were several issues of common concern. Only a small number of districts attempted to list specific code sections.

It appears that yearly additions to the Education Code add to the burdens facing school districts. Many districts asserted that the Education Code should be overhauled completely, giving more control to the local school districts and removing it from the state. Many districts also reported that they are required to spend a significant amount of their time on administrative duties causing resources to be diverted away from students' needs and the requirements of the basic instructional program. Some districts claim that the Education Code requires teachers to be more than just educators, noting that teachers now serve as administrators, social workers, and peace officers.

Among small school districts, it was noted that even though their administrative staff is much smaller than the large school districts, they are required to perform the same administrative duties and submit just as much paperwork, though they receive less funding. Many of the programs are not available to small school districts because they do not have the requisite number of students or because they do not have the ability to implement the programs due to lack of staff.

Facilities funding and red tape involved in construction projects were another major concern of school districts. There was a virtual consensus among districts that school construction bonds should be subject to a simple majority voter approval threshold and that the present requirements for new construction for schools are overly restrictive. Districts were concerned with proposed caps in developer fees, the 50/50 local funding match requirement, and bidding requirements that may inhibit the ability to build new schools.

For the most part, the Class Size Reduction (CSR) program was hailed as a positive step in the rebuilding of California's educational structure; however, CSR has clearly caused significant problems in the area of facilities. We found that not all school districts are receiving the necessary CSR facilities funds and that many districts are losing playgrounds to portables. The administrative requirements of CSR are time consuming and restrictive and cause many school districts to lose CSR funding. CSR has also resulted in some overcrowding in grades 4-8 and the loss of essential programs. CSR may not be a viable approach in the smallest school districts which only have one or two classrooms and cannot break down the classes into smaller sizes due to a lack of funding for staff. Many schools that are presently able to participate in the CSR program, but once growth occurs, they will lose the ability to participate due to lack of facilities and the district's inability to add new facilities.

Districts reported that special education and bilingual education requirements are underfunded or unfunded in many districts and encroachment on general fund resources may compromise the effectiveness of the regular educational program whenever districts attempt to comply with the requirements of these programs. Districts expressed concern about the lack of qualified bilingual and special education teachers and the difficulty in finding qualified credentialed teachers in all categories. Districts stated that they are having to turn away potential teachers because those

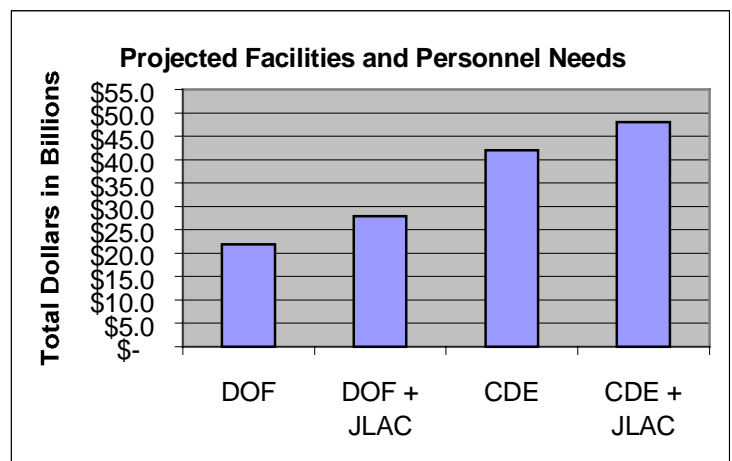
teachers are not credentialed in California, but are only credentialed out of state. Many districts felt that the process for out of state teachers to receive California credentials should be made easier to allow school districts to have a wider pool of teachers to choose from. It was further reported that many of the smaller districts are having a more difficult time finding credentialed teachers because teachers prefer working in larger school districts because the salary is higher than at the smaller school district level.

School districts also noted that unfunded mandates, lack of funding for transportation needs, lack of state standards, and lack of funding for state testing requirements were areas which restrict the district's ability to provide the best possible level of services to their students. For more detail on how individual school districts responded, please contact JLAC.

CALIFORNIA'S PROJECTED SCHOOL NEEDS

	<u>DOF Estimate</u>	<u>CDE Estimate</u>	<u>JLAC Estimate</u>
Growth in Student Population	\$11.06 billion	\$14.5 billion	NA
Class Size Reduction	1.19 billion	2.80 billion	6 billion
Child Care	0	.50 billion	NA
Modernization	6.14 billion	18.65 billion	NA
Deferred Maintenance	3.60 billion	6.00 billion	NA
Administrators			76 million
Teachers			846 million
Classified Employees			231 million
Totals	\$21.99 billion	\$42.01 billion	\$7.2 billion

	DOF	DOF + JLAC	CDE	CDE + JLAC
Total \$ in Billions	\$21.9	\$27.9	\$42.0	\$46.4



APPENDIX

Were Programs Displaced -- 1996-97?

Table 1

Group	N/A	No	Yes	Total
1	3	48	3	54
2	6	118	68	192
3	7	92	78	177
4	1	29	34	64
5	4	34	14	52
6	1	6	9	16
Total	22	327	206	555

Type	N/A	No	Yes	Total
ESD	5	222	129	356
HSD	17	11		28
USD		94	77	171
Total	22	327	201	555

Can CSR Goals Be Accomplished with Existing Facilities?

Table 3

Group	N/A	No	Yes	Total
1	3	12	39	54
2	6	111	74	191
3	6	132	39	177
4	1	53	9	63
5	5	43	4	52
6		14	2	16
Total	21	365	167	553

Type	N/A	No	Yes	Total
ESD	4	228	122	350
HSD	17	5	6	29
USD		132	39	171
Total	21	365	167	553

Were Programs Displaced – 1997-98?

Table 2

Group	N/A	No	Yes	Total
1	3	49	2	54
2	5	121	62	188
3	7	107	63	177
4	1	36	26	63
5	4	32	15	51
6	1	8	7	16
Total	21	353	175	549

Type	N/A	No	Yes	Total
ESD	4	234	113	351
HSD	17	11		28
USD		108	62	165
Total	21	353	175	549

Will New Schools be Needed?

Table 4

Group	N/A	No	Yes	Total
1	2	47	3	52
2	5	133	53	191
3	5	77	92	174
4	1	18	46	65
5	4	16	32	52
6	1	1	14	16
Total	18	292	240	550

Type	N/A	No	Yes	Total
ESD	2	212	136	350
HSD	15	10	4	34
USD	1	70	100	171
Total	18	292	240	550

Are There Adequate Physical Sites for Construction?

Table 5

Group	N/A	No	Yes	Total
1	5	10	38	53
2	7	53	135	195
3	3	56	115	176
4	4	16	50	68
5	3	16	32	51
6	1	5	11	17
Total	20	156	383	559

Type	N/A	No	Yes	Total
ESD	10	100	250	359
HSD	6	5	19	30
USD	4	51	114	169
Total	20	156	383	559

Does the District Have Any “Joint Use” Facilities?

Table 6

Group	N/A	No	Yes	Total
1	2	48	5	55
2	1	163	33	197
3	2	94	82	178
4		28	39	67
5	3	25	24	52
6		9	7	16
Total	8	367	190	565

Type	N/A	No	Yes	Total
ESD	2	258	103	363
HSD	6	14	10	30
USD		94	76	170
Total	8	367	190	565

NEEDS ASSESSMENT SURVEY

District: _____

PERSONNEL

1. Assuming that an adequate number of certificated personnel were readily available:

a. How many additional administrators and teachers would be needed in order to continue your 1996-1997 educational program **or** in order to implement any planned changes for the 1997-1998 school year, to cover staffing needs? Please consider retirements, terminations, and any other separations from service of 1996-1997 certificated personnel.

Administrators _____
Estimated Cost _____
Teachers _____
Estimated Cost _____

b. How many teaching positions are currently filled by individuals possessing only an "emergency permit" as defined in Education Code Section 44300

c. How many teaching positions in grades K-3 are currently filled by individuals possessing only an "emergency permit" as defined in Education Code Section 44300?

2. If funding was available to fill all classified positions in your district in accordance with statutory requirements and the requirements of existing collective bargaining agreements, how many additional FTE's would you need to add in order to:

d. Maintain the 1996-1997 level of services?

e. Implement any planned changes in the level of services for 1997-1998 school year?

f. What would be the estimated cost to the district of (d) and (e) as listed above?

(d)_____

(e)_____

FACILITIES

3. In order to achieve class size reduction goals (if applicable) and/or implement your planned 1997-1998 educational program without displacing any program or regular activity that utilized district facilities during the 1996-1997 school year or that currently utilizes district facilities:

- g. How many new classrooms would you need?

- h. Were any programs (adult education, child care, etc.) or any regular activities that utilized district facilities displaced to accommodate class size reduction in the 1996-1997 school year in your district?

(Y)____(N)____

If you checked "yes," please identify the programs.

- I. Will any programs (adult education, child care, etc.) or any regular activities that utilize district facilities be displaced to accommodate class size reduction in the 1997-1998 school year in your district?

(Y)____(N)____

If you checked "yes," please identify the programs.

- j. Can class size reduction goals be accomplished and/or your projected growth in enrollment be accommodated with existing district facilities without compromising non-classroom space such as playgrounds, libraries, computer labs, cafeterias, etc.?

(Y)____(N)____

- k. Will class size reduction requirements or growth in enrollment projections require the construction of new school sites in your district before the year 2000?

(Y)____(N)____

If you checked "yes," how many and at what level?

- l. Does your district have access to adequate physical sites for new construction if funding is available?
(Y)____(N)____

- m. Is your district currently utilizing or considering any "joint-use" facilities with local government entities?
(Y)____(N)____

If you checked "yes," please describe.

- n. What would be the estimated cost to the district of
(g), (k), or (m) as listed above?
(g) _____
(k) _____
(m) _____

OTHER (Optional)

4. Please list all sections of the Education Code and any other factors which you believe restrict or diminish your district's ability to maximize the delivery of quality instructional services to your students.